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The CHILD

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Monthly Bulletin

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A Message From the Chief of the Children's Bureau

ALL who have witnessed the increasing exodus of children from school to work will welcome the statement of national policy on the wartime employment of boys and girls between 14 and 18 years of age announced by the War Manpower Commission on February 7.

HERE for the first time is a blueprint for fitting the employment of these children—in industry, service occupations, agriculture—into its proper place in the over-all plans of the Nation for winning the war. It recognizes that the first responsibility and obligation of youth under 18, even in wartime, is to take full advantage of their educational opportunities, and points out that in most cases they can best contribute to the war program by continuing in school and, when their services are required, accepting vacation and part-time employment under proper safeguards.

IURGE all agencies and individuals concerned with the recruitment and employment of children and young persons to work for the practical application of these policies. Only so will the boys and girls of today be enabled to make their best possible contribution to the war and to the coming peace.

—KATHARINE F. LENROOT.

U.S. DEPARTMENT OF LABOR
CHILDREN'S BUREAU



THE CHILD

MONTHLY BULLETIN

Volume 7, Number 9

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UNITED STATES
DEPARTMENT OF LABOR
FRANCES PERKINS, SECRETARY



CHILDREN'S BUREAU
KATHARINE F. LENROOT, CHIEF

Policies Regarding Youth Employment in Wartime

By KATHARINE F. LENROOT

Chief, Children's Bureau, U. S. Department of Labor

As a guide to the employment of youth under 18 years of age to augment the manpower resources of the Nation, the War Manpower Commission has formulated a statement of national policy. These principles are based upon experience over a long period of years that has proved the necessity of placing certain safeguards around the employment of young workers. These safeguards, well observed, are intended to assure opportunity for physical and mental development, to increase long-run productivity of labor, and to prevent exploitation of child labor as cheap labor.

The facts as to employment of youth show that there is serious need for promulgation of such standards. According to United States Census Bureau estimates, civilian employment in July and August reached an all-time high of 54 millions, 7 million above the number at work 2 years ago and 3 million above that of a year ago. This increase has dipped deeply into the age groups under 18. There is little doubt that the number of boys and girls between 14 and 18 years of age employed last summer exceeded 3 million. Much greater increases may be expected during 1943.

The War Manpower Commission policy statement is predicated on the belief that:

The first responsibility and obligation of youth under 18 even in wartime is to take full advantage of their educational opportunities in order to prepare themselves for war and post-war services and for the duties of citizenship.

To insure that those who do enter employment will make the maximum contribution to manpower needs consistent with the protection of their health and welfare and the development of their abilities, certain standards are proposed. These relate to minimum age for employment, hours and conditions of labor, special safeguards for youth attending school and working part time, and recruitment of youth to work away from home. They are presented as minimum standards, resting on the basic foundation of State and Federal legislation, which the policy statement emphasizes should be observed and enforced.

Minimum Age For Employment.

Child-labor legislation has been developing in recent years toward a basic 16-year minimum age, applying at all times to factory work

and to all work during school hours, with permission for limited employment at 14 years of age outside school hours, and toward a minimum age of 18 for hazardous work. The policy statement follows this trend by stipulating:

- A minimum age of 16 for employment in manufacturing and mining occupations;
- A minimum age of 14 for employment as part of the hired labor force;
- In-school youth to be employed only to the extent that the combined school and work activities involve no undue strain;
- In-school youth not to be employed during school hours unless the Area or Regional Manpower Director has determined that temporary needs of an emergency character cannot be met by full use of other available sources of labor;
- Employment of minors under 18 to be limited to work suited to their age and strength, avoiding especially occupations hazardous or detrimental to their health or welfare.¹

Hours and Conditions of Labor.

Workers under 18 years of age are in special need of limitations on hours. Though they may be able as well as or better than adults to accomplish a short sprint of intensive work, in the long run their endurance is less. Moreover, because boys will be entering military service at 18, there is an additional reason for giving careful consideration to burdens that may impair their health now. As a measure of fairness and to prevent employment of young workers from adversely affecting work opportunities for adults, the policy calls for minors under 18 to be paid wages paid adult workers for similar job performance.

Maximum hours.—The War Manpower Commission policy proposes a maximum 8-hour day and 6-day week, with one day of rest in 7 (except as deviations may be necessary under certain specified conditions), and provision of adequate meal and rest periods. Generally

¹ Advisory standards pointing out types of work suitable for young workers in various war industries and types of work in which they should not be engaged because of the particularly hazardous nature of the employment, are being developed by the Children's Bureau. See *Which Jobs for Young Workers?* No. 1—Employment of Young Workers in War Industries. October 1942 and subsequent leaflets in this series.

recognized as the best working schedule for sustained efficiency in most industrial operations, these hours certainly should not be exceeded for the worker under 18. This is a maximum; in all cases the periods of work should be suitable to the age and strength of the young worker. When boys and girls are transported to and from work, the period of work plus the period of transportation should not exceed 10 hours a day.

Night work.—The standard set by the statement of policy requires that the work of minors under 18 be limited to hours not detrimental to health and welfare. With multiple-shift production there has come the problem of employment on late evening and night shifts. Night work has long been recognized as undesirable for workers of any age. Because it requires living under abnormal conditions, it reduces work satisfaction and lowers morale. With disturbance of the natural bodily rhythm, daylight sleep is more difficult to obtain. Loss of regular sleep is more serious for young persons who have not attained full growth—with every descending year in the period 18 years to 14 the damage is greater.

Conditions of work and transportation of workers.—Adequate sanitary facilities and safeguards for health and safety are stated as necessary for the efficiency of youth power, as indeed they are essential for the efficiency of the entire labor force. Safe and adequate means of transportation should be provided whenever the recruitment program makes it necessary to transport these young workers to and from their place of employment.

Special Safeguards for Youth Attending School and Working Part Time.

Part-time employment of school children outside school hours and in vacation is not new in the American scene, but never has it existed on so large a scale as now. Such investigations as have been made indicate that it often results in too great strain on the immature worker. Special attention must therefore be paid to programs for part-time employment developed as part of the war effort in order to insure that the combined activities of school and work are not injurious to the child. The War Manpower Commission policy would require that school and work activities do not involve undue strain, and that combined school and work hours, at least for children under 16, do not exceed 8 a day.

If under an official determination of need as specified above, it is found necessary to adjust school programs to allow emergency short-

Copies of the War Manpower Commission Policy on Employment of Youth Under 18 Years of Age can be obtained on request from the Children's Bureau, Washington, D. C.

time employment of school children, the policy statement points out the necessity:

- (a) To provide for the educational progress of those who take employment;
- (b) To avoid interference with the school attendance of those who do not take employment;
- (c) To avoid the closing of schools or certain grades except to the extent that the hours, terms, or curricula are readjusted to prevent curtailment of educational opportunities.

Recruitment of Youth to Work Away From Home.

Because manpower needs are concentrated in certain areas, recruitment of young workers for such areas offers serious problems. The many situations where agricultural workers are recruited for employment requiring them to live away from home are especially in point.² Minimum precautions urged by the policy statement include: (1) That no children of 14 and 15 be recruited for work requiring them to live away from home except in connection with programs conducted by youth-serving agencies providing close supervision; (2) provision of supervision, suitable living conditions, sanitary facilities, and health protection for all groups of young persons under 18 years of age recruited for agricultural work requiring them to live away from home; and (3) contact with the United States Employment Service by a young worker interested in leaving home to work elsewhere, to insure that a specific job is available where he can be lawfully employed and where there are suitable arrangements for housing. In such cases, evidence of parental consent is to be presented by the young person applying for such employment.

A Nation-Wide Program.

The comment of the President³ that "grown boys and girls" "wherever possible and reasonable" may be needed to fill the manpower gap, and that older high-school students must have an opportunity to contribute to the war effort by work in school vacation and even during the school year emphasizes the need for Nationwide planning to handle these problems intelligently. To put these policies of the War Manpower Commission into effect and adjust them to cumulative needs is a problem that requires vision and determination. It is a task that must be done, and done well, lest we fail in our duty to youth and to the Nation.

² Guides to Successful Employment of Nonfarm Youth in Wartime Agriculture. Prepared by Children's Bureau in consultation with Department of Agriculture, Office of Civilian Defense, Office of Education, and War Manpower Commission, and approved by these agencies. 1943.

³ President Roosevelt's radio address to the Nation, October 12, 1942.

• SAFEGUARDING THE HEALTH OF MOTHERS AND CHILDREN •

The Health of the Young Child in Group Care

By BARBARA HEWELL, M. D.

Medical Adviser, Day Care Unit, U. S. Children's Bureau

With the establishment of many new nursery schools, day nurseries, and day-care centers over the country it is essential that high standards of health, education, and welfare be maintained. Shortages in trained personnel, teachers, physicians, public-health nurses, and social workers make the maintenance of high standards difficult. It is of great importance, therefore, that the nucleus of trained workers be used in supervisory positions and in training others to assist. There is need for ingenuity and utilization of all available community resources and personnel to give good care to the children of working mothers.

Many mothers who work will be able to make satisfactory arrangements for the care of their children with relatives and friends; others will make casual agreements with neighbors who are not always really interested or conscientious in caring for the children or who may be entirely unsuitable; some will be unable to make any plans. With the mother employed and out of the home for long hours of the day, serious thought should be given to ways of guarding the health of these children and providing the type of care that will best assure their growth and development.

A good day-care center, nursery school, or day nursery offers one method of satisfactory care for the normal preschool child 2 to 6 years of age. A distinction is sometimes made between nursery schools and day nurseries, as to the organization conducting them, the period of time spent at the school or nursery, the presence or absence of an educational program. In this paper is discussed the type of group care which offers a long day program of 8 or more hours to meet the needs of the mother who is employed full time and in which the children are supervised by teachers trained in nursery-school education. For convenience in this paper the term day-care center will be used, although many nursery schools and day nurseries also fulfill these conditions.

In any type of group care for children we are interested not merely in custodial care—keeping them clean, safe, dry, and well-fed—but are con-

cerned with the growth and development of each child, physically, mentally, and socially. A group of little children who are beautifully clean, well-fed, and protected from physical harm but who are required to sit quietly for long periods of time without free play and the normal activity of young children would present as serious health problems as if they were dirty, underfed, and falling out of the windows.

A good health program is both protective and developmental and is concerned to some extent with the entire set-up and program of the center because so many factors affect the physical and mental health of the child.

The well-conducted day-care center offers, in addition to physical care and protection, opportunities for learning and playing with other children under the supervision and guidance of people who understand and know how to handle young children, and who devote their entire time to this purpose. The disadvantages are chiefly increased exposure to colds and other infectious and contagious diseases, and occasional emotional disturbances due to lack of adjustment in the changed home relationships which may not be recognized and remedied promptly. Methods used to offset these difficulties are described later.

Upon the teachers and the physician rests the primary responsibility for the physical and mental health of the children in the day-care center.

The Teacher.

It is essential that the director or head teacher of every day-care center be a professionally trained and experienced teacher who is capable of planning and carrying out the daily program in accordance with the best principles of nursery-school education. Under her direction less experienced teachers, child-care workers, and volunteers can be used in the program; they should have plenty of physical endurance and be emotionally stable. There should be as many teachers and helpers as are required to care for the children adequately and prevent too long a working day for any member of the staff; tired teach-

ers cannot do effective work. It is the teacher who must know each child under her care, observe, direct, answer questions, and meet their individual needs.

The qualifications of those who care for children should include training and experience in nursery-school education, an understanding of young children—how they grow and develop physically, mentally, and emotionally—an understanding of individual needs and differences in children and of family relationships, an interest in children as developing personalities. In the long day program the teacher is a "mother substitute" for most of the waking hours of the child. She should have tolerance and patience and the ability to show affection so that the child will feel in the group that sense of security, of being liked and wanted, which is essential for the happiness of children. Upon the teachers and those who supervise the children depends the greatest value of the group experience.

The Physician.

A good health program for preschool children requires the supervision of a physician, preferably a pediatrician who will have general oversight of the whole health program. It is essential that the physician be as interested in all phases of the program, in the daily development of healthy children, as in the prevention and cure of illness. He should be "the chief interpreter of health policies, health habits, and health ideas both to the staff and to parents." He should be as concerned with the daily program of the children, the play, the methods of care, as with physical examinations, daily inspections, and protection against infectious diseases. The physician should visit the center at least once a week at a regular time and should be available for any emergency. One of his important duties is to discuss frequently with the staff all matters pertaining to the health of the children and to advise on individual problems.

Other Professional Services.

A graduate or public-health nurse should be a full- or part-time member of the staff. Her training and experience are valuable in conducting morning inspections, assisting the physician, caring for children in the isolation room, and giving general health supervision. The consultant services of a nutritionist are desirable in the planning of menus and preparation of food. Whatever community health services are available, including psychiatric and special medical facilities, should be made use of.

The Health Department.

State and local health departments should take the responsibility of providing health su-

pervision for the preschool child in group care, not only in the setting up of standards of care for nursery schools, day nurseries, and day-care centers but in making available services such as child-health conferences and dental, immunization, and special clinics. They should supply as many services as possible from their regular staff of nurses and physicians or see that these services are satisfactorily provided by other health agencies. The physician in charge would work under the supervision and approval of the local health department.

Aspects of group care of the young child that relate to health needs and services include: a suitable building and equipment, the proper selection of children for group care, admission physical examinations with correction of defects, protection against infection, care of the sick child, a balanced daily program, provision for adequate food, and for rest and sleep, development of good health habits, opportunities for learning through individual and group play, continuing health supervision, cooperation with parents.

Building and Equipment.

The building and equipment should provide a safe and suitable environment for children. The location of the center should preferably be near the homes of the children so that they will not spend too much time in crowded buses or street cars in transit to and from school.

Any building used for children should meet the requirements for safety and fire protection. A pure water supply, accessible to the smallest children, adequate plumbing and drainage, light, heat, proper ventilation, cleanliness are prerequisites in promoting a safe and healthy environment.

There should be adequate space for play, both indoors and out. The arrangement of rooms should be such that they can be conveniently used by the children and that individual lockers and storage space for toys and cots be provided. Children of this age play actively indoors as well as out and require space in which to move about. A large outdoor playground is essential for more vigorous play and in good weather children should spend many hours outside in fresh air and sunshine. The Children's Bureau recommends at least 35 square feet per child indoors and 100 square feet outdoors for play space.¹

The amount and type of equipment are important. The equipment may be simple but should be suitable for children and in large enough quantity so that every child in the group can get

¹ Standards for Day Care of Children of Working Mothers, p. 12. Children's Bureau Publication 284. 1942.

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experience in climbing, swinging, and vigorous play in order to develop a strong body, good muscular balance and control, and ability to use all types of materials in play. Play is the method by which children experience, interpret, and learn.

Protection from physical injury must be constantly kept in mind. Automobile and home accidents are an important cause of injury and death in the preschool age. Some of the safeguards to be provided are: windows securely screened; shallow stairs with rail and landings; radiators and stoves protected; outdoor or roof play space fenced in; safe play equipment, free from splinters, sharp points, and paints containing lead; the constant supervision of an adult at all times.

Because there is usually a lack of funds and difficulty in securing suitable buildings in city areas near the homes of the children many places are used for nursery schools or day nurseries that are unattractive and unsuitable, and outdoor space is frequently lacking or too limited. The building, grounds, and equipment contribute definitely to the program and should be as suitable and as attractive as it is possible to provide.

Selection of Children for Group Care.

A counseling service should be available in every community for mothers who are seeking care for their children. A social worker who is tactful and skillful in understanding family problems should conduct the interview and should point out to the mother the problems involved in going to work, and in planning for the child, and inform the mother as to available resources in the community which she may use.²

Group care is not suitable for all young children. The child under 2 years does not benefit from group experience and needs much individual attention and affection. The danger of infectious and communicable diseases at this age is another contraindication to group care. There are also children of 2 or over who are unsuited for group care—the mentally retarded child, the child with serious physical handicaps or marked behavior problems, the child who is immature, fearful, dependent, and who needs individual care and further social development before he is ready to take his place in a group. If children needing individual attention must be cared for outside their homes, a supervised foster home is preferable.

Children with minor difficulties such as temper tantrums or feeding problems can be satisfactorily handled in a group; it is often

what they need. The percentage of children with behavior problems should be kept low, because of the additional time these children require from the staff. For the "only child," the young child with much older brothers and sisters, for any child who has no playmates of his own age, the group experience is especially valuable in providing companionship with other children of both sexes, which is important in the early social experience of children.

The Right Start.

A child is required to have a physical examination before admission to the group. This may be given by a private physician, a clinic, or the staff physician. A careful medical history should be obtained and recorded on the health record with the physical findings and the medical interpretation of the child's health status and specific suggestions for care. A medical history includes developmental information as to physical and mental growth, habits of eating, sleeping, playing, and so forth, and thus gives valuable information as to the future handling of the child. It is essential to have on record the history of previous illnesses, particularly the communicable diseases, and of immunizations.

Correction of Physical Defects.

Physical defects should be corrected promptly and any abnormal condition appropriately treated. These may vary from slight postural defects, refractive errors, dental caries, mouth breathing to deafness, chronic illness, serious behavior problems. It should be the responsibility of the director and the physician to interest and assist parents in having defects corrected and in obtaining special consultations and treatment for their children when indicated. Time alone does not remedy many of these situations and the health and proper development of children may be impaired by neglect and delay in the correction of such defects and problems.

Protection Against Infection.

Protection of the group against contagious and infectious diseases is one of the most important duties of the physician. Children in the age group 2 to 6 years are particularly susceptible to contagious diseases. Four in every five illnesses occurring in children under the age of 15 years are due to communicable diseases and acute infections of the respiratory tract. Unceasing vigilance on the part of the staff and parents will be necessary to keep "the common cold" and other such illnesses at a minimum.

² Counseling Service in a Day Care Program. Reprint from *The Child*, September 1942.

Immunization.—Vaccination against smallpox and immunization against diphtheria should be required before the child is admitted to the school. Protection against other communicable diseases is not of proved value but may be helpful. Some physicians may feel it desirable to suggest immunization against whooping cough. In some sections of the country and in mushroom towns and trailer settlements immunization against typhoid fever should be required.

Daily inspections.—No child who has a cold, a suggestion of a communicable disease, or any infectious condition should be admitted to the group until all danger of infectiousness has passed. Each morning before the child joins the group careful inspections are carried out at the center to detect signs of early illness. If these are found, the child should not be permitted to enter the group. If there is no nurse, the daily inspections should be done by a teacher who knows the children. Mothers should be continually instructed and reminded that the child who seems slightly ill is not to be brought to the center and she should report promptly any exposure her child has had to a communicable disease. The center should report any communicable disease promptly to the health department and should observe health-department regulations carefully.

Isolation Room.—An isolation room that can be entirely closed off should be provided for the care of a child who becomes ill during the day until arrangements can be made at home or elsewhere. All those who care for the children should constantly be alert for signs of fatigue, irritability, or lassitude, which in young children often indicate the onset of a cold or illness. Children with these indications should be removed from the group for further observation. It is of equal importance that staff members with colds should not expose the children. If older children spend time before or after school at the center they should have separate rooms and separate leaders, as intermingling with older school children is often a source of infection to younger children.

Physical examination of staff.—A complete physical examination, including an X-ray of the chest, should be required of teachers, volunteers, and all members of the staff who are with the children for any length of time. This should include the cook and the maid who does the cleaning. All who handle food should also be examined by the health department to make sure they are not typhoid carriers.

The Sick Child.

The purpose of health supervision is to keep children well. When illness occurs, good medi-

cal care for the sick child is essential to promote rapid recovery and reduce the incidence of sequelae which immediately or ultimately impair health.

The pressure on mothers employed in defense industries not to be absent from work creates the problem of what to do with the sick child, in order to give him good care and to satisfy the mother so that her work can continue. If a child has a serious or long-continued illness it will probably be necessary for the mother to be at home. Many parents have relatives or friends who can care for the children during a short illness. In other cases there may be no one to call upon. Supervised homemaker service offers the advantage of care of the sick child in his own home. For minor illnesses like colds or impetigo, day or 24-hour care in a supervised foster home can probably be arranged. In communities where many mothers are employed, infirmaries may be needed for the 24-hour care of sick children. To what extent these services can be developed in a community and how much use mothers would make of such facilities is not known. Any sick child should be under medical and nursing supervision. Whatever aid the physician, the public-health nurse, or the staff can give in securing good treatment for the ill child should be available to parents.

Daily Program.

The daily program should provide good physical care and opportunity for the child to be happy and grow and develop at his own rate.

The child's daily program should be a well-ordered, balanced one of active and quiet play, both indoors and out, with adequate time for eating, resting, dressing, washing, and toileting. There should be a reasonable regularity in the day's program with meals served at a definite time and with a usual sequence of events, but without rigidity. Children like order, regularity, and repetition. Just as we do not want children too crowded, getting in each other's way, we do not want them rushed at their various activities to carry out a schedule by the clock. It takes more time for young children to put on and take off wraps, to wash teeth and hands, to get out and put away toys than for adults to assist or do it for them, but independence and learning to do things for themselves is a part of their development. An atmosphere of ease and freedom from tension; of relaxation and security should prevail not only in the attitude of the teachers but in the whole staff.

Food.

Good nutrition is a primary need of the young child. The food served depends upon

the hours the child spends at the center, and may consist of one, two, or three meals. The main meal of the day should be given at noon at the center. In addition, midmorning and afternoon lunches are frequently served. The meals should be planned with consideration of the meals at home, so that the day's food will be adequate. It is desirable to post the menus for the day or give a copy to the mother so that she can plan the meals at home to fit in with the daily requirements of the child. The type and amount of food that a child receives in a day should contain all the food essentials, according to the standards recommended by the Committee on Food and Nutrition of the National Research Council.² The preschool child should also receive fish-liver oil daily during cold and cloudy seasons.

Rest and Sleep.

Adequate rest and sleep for the young child should be provided. Individual children vary in the amount of rest and sleep they need. Eleven to 13 hours of sleep every night and 1 to 2 hours during the day is recommended for the young child. In the long day program provision should be made for the afternoon nap and for additional short rest periods as needed. Individual cots, sheets, blankets, and a quiet, well-ventilated room should be available. A child who is not receiving enough sleep or rest indicates this by his behavior, by being irritable, restless, uncooperative, by laughing or crying easily. Overstimulation of the nervous child should be guarded against by additional short rest periods and by periods of quiet play alone or with two or three other children.

Good Health Habits.

Good health habits are developed as part of the child's daily life and gradually become automatic. In a group this is easier to accomplish than at home; it is fun to eat with the other children and take a nap when everybody else does. Children tend to do whatever they see others doing. Washing the teeth or hands is a grand opportunity to play in water, dressing and undressing, putting wraps and toys away is like playing a game. A sense of accomplishment is a source of satisfaction to the child. Good habits are encouraged by pleasant associations and one repeats over and over what is pleasant. When the child is successful he should receive praise and approval; and if he is unsuccessful he should not be scolded but should receive continued wise assistance until he masters the situation. In the matter of training in health habits it is im-

portant not to place too much emphasis upon certain routines. If stress is placed on the all-round, normal development of the child, such habits as bowel and bladder control will in due time be established.

Individual Differences.

In all the activities of the program consideration of the individual child is essential, for no two children are alike. At any age there are great individual differences in mental capacity, physical growth, personality, temperament, and maturity. There are wide differences in the family and home backgrounds of a group of children. Failure to recognize these differences and to treat children as individuals would defeat the whole program.

Play.

A large part of the day is spent in play, and the children are allowed to pursue their own interests with a minimum of teacher interruption. The young child learns by repeating things over and over. With materials he can use he reproduces his experiences in play and thus learns his relationships to society and other people. With blocks, paints, clay, books, simple tools, and other toys, the child has opportunity to use his imagination, to make things, to reason out solutions to problems. In group play the child gradually learns to share and take turns, to stand up for his own rights and recognize the rights of others, to get along with people of the same age and older, to control his emotions, to give and receive affection. One of the most valuable contributions of the day-care center is the opportunity for social learning through many experiences with other children who have similar interests and desires.

Wise discipline is necessary. The young child needs regulation or direction because he is unable to make all his own decisions and to manage his emotions unaided. The child needs consistent, wise, adult guidance in the process of socialization so that he will not suffer undue emotional stress and strain, and will not resent authority but learn to feel that it is helpful and beneficial.

Adults do not know all the emotional needs of the young child or the best way of handling all his problems. The consideration of every child as an individual, the attempt to look at problems from the point of view of the child, the importance of giving the child a sense of security, of being loved and wanted, the need of understanding, tolerance, and patience in helping the child to grow and develop physically, mentally, and emotionally are important principles in the field of mental health.

² Food for Young Children in Group Care. Children's Bureau Publication 285. Washington 1942.

Health Supervision—A Continuing Service.

The supervision of the health of the children is a continuing service. At regular intervals re-examinations are given by the school physician to check the growth and development of the child and to consider problems or difficulties. The alert teacher will often have problems to talk over with the physician. If it is found after a reasonable length of time that a child has not adapted himself to the group program and other arrangements seem indicated, such provision should be made. Dental supervision of the preschool child should also be a continuing program so that the child will become accustomed to the dentist and early caries can be cared for.

Parent Relationships.

In addition to giving good care to children, one of the functions of the nursery school as it has developed is to work closely with parents "so that both they and the teachers may understand the children better and together help them to become strong, healthful, happy, and useful persons."

The value of home life for the young child and other children is recognized by all. Day care can not take the place of the home. Parents

have the chief responsibility for their children and it is in the family group that the child really "belongs."

It is important that parents know the program of the day-care center and carry out in the hours the child has at home a coordinated plan, not only for physical care but for giving the child affection and security, although the home situation may have been greatly changed.

With the mother working long hours and with home and family obligations there will not be a great deal of time for her to visit the center or have conferences with teachers and social workers. Sundays and evenings will have to be used. Because it is so important to preserve the family relationships, day care rather than 24-hour care has been consistently stressed by the Children's Bureau. As much home life as can be maintained is of great importance to children and parents. Canteen service from which mothers can obtain good meals for the family and laundry service should be available to lighten the household tasks for the mother. With the cooperation of parents it should be possible to make this period of group experience a valuable one for children and parents. It should lead to a better understanding and a better life for the child.

**• CHILDREN'S BUREAU COMMISSION
• ON CHILDREN IN WARTIME •**

Responsibility for Services for Youth in Wartime

The Children's Bureau Commission on Children in Wartime met at the White House on February 4, 1943, to explore the problems of children and youth in wartime with special reference to juvenile delinquency and the community's responsibility for providing services to meet these problems and authorized the preparation of a statement embodying the conclusions reached, which will be issued in the near future.

In opening the meeting, Leonard W. Mayo, chairman of the Commission, called attention to three factors that have a very direct effect on young people—home life, education, and adjustment toward occupation and marriage. Any disruption in society such as is caused by a war or a major depression affects those three factors in society adversely, affects youth directly and adversely, and sets the stage for dis-

turbed behavior on the part of both adults and youth:

We have three major objectives before us. First, we have the job of doing the best we can to prepare young people to carry the brunt of this crisis. Second, we must protect, in the broad sense of that word, youth who are not in that conflict but who are helping to bear the brunt at home by seeing to it that the ordinary institutions of society on which youth depends and from which their inspiration and strength emerge, go forward in spite of the major disruption of war. Third, we must project ourselves far enough into the future to see that youth, who will also be bearing the brunt of the responsibilities of the new world, have some advance preparation for that experience.

Everything we know about the causes of delinquency—to name one manifestation of maladjustment—makes us realize that many things these days are setting the stage for an increase in delinquency unless we can throw our weight into the breach at this time. Young people are not only able but eager and willing to do more than their share. It is the task of adults, which they can perform only because of their maturity and

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responsibility, to provide and protect the opportunity for youth to prepare for the responsibilities they must carry. When adults do their share, youth in the long run never fails.

Mrs. Roosevelt, discussing the British experience in providing for youth,¹ reviewed the program for feeding young children and young people, the employment of boys 14 to 18 years of age on the farms and as helpers to skilled mechanics in factories, and of girls in day nurseries, domestic occupations, and in nonwar jobs in factories and stores; the establishment of day nurseries for children of employed mothers; the care of children evacuated from danger areas and of children who have lost one or both parents; and the provision of medical and hospital care for children. She reported that aside from these basic programs the British feel that they recognized their problems and their responsibilities for young people very much too late and are now trying to meet the needs of the older group by arranging recreation programs for young people who have left school and for children who get out of school much earlier than their parents get home.

¹ Papers presented will appear in full in the proceedings of the meeting, to be issued by the Children's Bureau.

The stage was set for discussion of wartime juvenile delinquency in the United States by Martha W. MacDonald, M. D., and Elsa Castendyck of the Children's Bureau in papers of which summaries follow.²

The Commission discussed the organization of community forces to deal with the special wartime problems and hazards affecting children; the protection of young people employed in entertainment and service industries through guidance and placement services, supervision, and the enforcement of child-labor and school-attendance laws; and the development of leisure-time programs, especially for children 10 to 18 years of age, through encouragement of home and neighborhood play and activities sponsored by youth. In relation to the provision of guidance, health, and social services needed to aid children in overcoming special handicaps in social adjustment, the Commission discussed community responsibility for the development of the program, the assistance available from State and Federal sources, and modifications of and additions to community resources in rural areas, new defense areas, and more settled communities.

The Impact of the War on Children and Youth

Intensification of Emotional Problems²

If we are to consider intelligently the problem of juvenile delinquency, whether in peacetime or wartime, we must examine the way in which the fundamental needs of all children are met and accept the necessity that what needs are not met by the family must be met by the larger family—society. Let us see what happens to the child's fundamental needs in wartime.

Will he as an infant and small child get less mothering and less fathering in wartime with all that is involved in affectional relationship, physical care, personality development, and moral guidance? Will he be robbed of even the security of familiar surroundings because his family migrates? The small child robbed of the spiritual values of home is surrounded on all sides by the recognition of violence as acceptable at an age when he most needs mature help in controlling his own destructive drives. The young child is normally aggressive and destructive. Education in our culture is concerned with directing this drive into constructive channels. With war and his identification

with warriors, the inhibition and sublimation of destructive drives becomes more difficult. The child will not receive the same assurance from the adult in wartime that killing and mass violence are wrong and that problems can be solved in other ways. For all these reasons young children need mothering more than ever before. They also need the presence of a father or father person, around whom to build their ideal of a good man.

School children need vastly more personal security and guidance in wartime. The school must feel greater responsibility for the child's life over and beyond the narrow limitations of a standard curriculum. Children today are seriously handicapped in their opportunity to believe in the inherent goodness of man and must be helped to understand the experiences that engender love and hate in all men. The church can contribute immeasurably to morale and character building for all children providing the church, like other institutions, secures personnel of the stature for such responsibility. Ideals are molded by the patterns of personalities we admire. The child cannot build an ideal for himself unless he has the semblance of that pattern in the home, school, community, or church.

² From paper presented by Martha W. MacDonald, M. D., Special Psychiatric Adviser, Children's Bureau, to be published in full in the *American Journal of Public Health*, April 1943.

The adolescent with his approaching intellectual maturity but characteristic emotional instability reacts more noticeably to war than does the younger child. His basic personality and character potentialities are in a process of flux. War is contrary to all he has believed in or planned for. The physiological functioning of the adolescent demands activity. Inactivity bores him and creates internal tension which must find release. He is likely to resent authority. With war challenging the productive abilities of all, the young adolescent is impatient to prove his personal worth, whether in a war activity or not. The sudden assumption of mature responsibilities and privileges without the experience and training belonging to maturity can place young people in a social situation fraught with many dangers.

Yes, all children will be subjected during the war to more of the experiences that make for delinquency than ever before. But what of those children who are unstable—whose earlier experience has been lacking in character-building

essentials? Just as the malnourished child has greater susceptibility to acute and chronic infections, so the neglected, unloved, and untaught child has less resistance to the forces that endanger character. This is the child who will become delinquent with the increased opportunity and who should receive special consideration. No community can ever completely make up to these children for their early deprivation. Few communities will be able to do more than partly meet their accumulated and intensified needs.

Protection needs to be particularly strengthened in the areas in which young people work and play. Experience should advise us that youthful discontents are selective in the activities they choose for expressing their unsatisfied hopes and desires. If we attempt to substitute one type of activity for another we should be guided by the interests and background of the particular group to be served. The importance of leadership, dynamic leadership acceptable to adventurous youth, cannot be overstressed.

Juvenile Delinquency and Resources for Treatment³

Experiences and conditions that threaten the security of the child, interfere with family relationships, or surround the child with harmful influences, which are an inevitable part of life in wartime, provide fertile soil in which the unacceptable behavior and misconduct termed delinquency flourish.

An increase in the incidence of juvenile delinquency is generally expected to follow in the wake of war conditions. Such was the case in 1918 at the close of World War I. The experience of England in the present war serves to confirm this. In spite of advances in the last 25 years in knowledge and understanding of the dynamics of human behavior, an advance that has resulted in important contributions to the field of prevention and treatment of juvenile delinquency, we have not arrived at a place where we can prevent breakdown in community conditions and controls, in family and in individual life; but we are certainly able to plan and act with more knowledge and with greater hope of success than was the case during the first world war.

Juvenile delinquency in wartime presents, not a totally new problem, but rather an old problem in which some of the points of emphasis have changed. The social and personal situations that foster behavior problems are similar in war and in peace, but the precipitating cause of the behavior may be different. This

being true, we are dealing with a problem which involves much more than emergency and temporary measures that will be dropped after the war.

From an analysis of juvenile-court statistics, it has been estimated that approximately 200,000 children come to the attention of juvenile courts each year under ordinary circumstances. Yet juvenile-court records represent only part of the total number of children with behavior problems. From the reports received by the Children's Bureau from nearly 500 juvenile courts, serving areas representing approximately 40 percent of the total population, it is apparent that the number of delinquency cases dealt with in 1941 increased 6 percent compared with 1940 for the total group of reporting courts. This was the period of defense preparations and does not reflect the real impact of wartime conditions.

In preparation for the meeting of the Commission on Children in Wartime, the courts that report to the Children's Bureau were asked to report by telegraph the total number of delinquency cases that they handled in 1942. These data are incomplete but indicate a definite upward trend in cases reaching the courts.

The sharpest increase, 11.5 percent, occurred in the courts serving populations of 100,000 or more; the increase in the cases handled by small courts was 6 percent. The number of cases of delinquent girls increased much more sharply than those of boys. In normal times the number of cases usually presents a ratio of four

³ From paper presented by Elsa Castendyck, Director of the Social Service Division, Children's Bureau.

boys' cases to one girl's case. In 1942, the boys' cases increased 8 percent, but the girls' cases increased 31 percent. The increase in girls' cases, like the total increase, appears to be primarily a problem of the larger cities.

It is, of course, imperative to examine some of the factors which cause this increase in delinquency. In some communities it needs to be related to an increase in population. The increase in girls' cases coming to the courts can be explained in part by greatly increased community concern with real or feared delinquency on the part of young girls. But there is ample evidence of overt acts by young people that may lead to sex delinquency. Young girls are drifting from rural areas to military and industrial centers to find employment, sometimes in cheap restaurants, taverns, and honkytonks. Large numbers of both boys and girls are leaving school for full-time employment or are carrying after-school and part-time employment: such young people are sometimes subject to adverse conditions inherent in the type of employment, and also, because many of them are ill-prepared for their new-found independence, they reject parental control and supervision.

Some reports indicate an increased number of children admitted to foster care for the first time, and some show growing evidence of parental neglect. This can be explained in part by the ever-increasing number of women engaged in activities outside their own homes and the absence of fathers for service in the armed forces or other branches of the war effort. Some parents are unable to carry the burden of wartime tensions and employment demands and take proper care of their children. There are, too, reports of community conditions that encourage the development of juvenile delinquency, including overcrowded homes, lack of recreation and leisure-time facilities, overcrowded schools with inadequate and inappropriate equipment, and the absence of social and legal action to protect children and young people from unwholesome community influences.

Although we have developed a considerable

body of knowledge about the causation and treatment of delinquency, we have failed to apply that knowledge to any considerable portion of the problem.

Training schools for delinquents were established apart from reformatories for adults in the early part of the last century, yet today the treatment in some schools is little more than custodial care or is distinctly punitive in nature. Yet we have long accepted the principle that the State should deal with the child as an individual in need of guidance and not punishment. A recent brief inquiry made by the Children's Bureau indicates that today the use of jails for the detention of children pending court hearing is by no means uncommon. Sometimes children are even sentenced to serve jail terms. The report of the welfare department of one State indicates that 291 children ranging in age from 10 to 16 years were held in jail during the last 6 months of 1941. Such situations are a matter of concern and regret to State and local officials and social workers. The absence of adequate local services and the facilities needed to provide suitable treatment are often handicaps preventing appropriate care. These conditions are not limited to any one section of the country, and there are indications that the number of children sentenced to or detained in jail runs into many thousands each year.

There are other evidences that our practice has lagged behind theory. The lack of personnel in courts and institutions equipped by training and experience to give the service needed by delinquent children and youth has resulted in practices that are deliberately repressive and punitive in character. Sometimes the basic services that help maintain and strengthen family life and measures for dealing with undesirable community conditions are lacking or are ineffective. We have failed not only to use fully our technical and scientific knowledge but to interpret the complexity of causation of delinquency. The result has been that millions of dollars have been expended on courts, correctional schools, and prisons in comparison to the meager sums available for prevention.

"The Shape of Things to Come in High School and Youth Education"

A conference-workshop on secondary education is being offered by Teachers College, Columbia University, February 6 to May 15, 1943. The workshop meets on Saturday morn-

ings and will attempt to forecast basic changes in organization and programs of high school and youth education which will result from impacts of the war and post-war period.

• EVENTS OF CURRENT INTEREST •

State Action in Behalf of Children in Wartime

The presentation of the 10-point Program of State Action formulated by the Children's Bureau Commission on Children in Wartime in consultation with the Office of Defense Health and Welfare Services and the Office of Civilian Defense, suggests two steps for putting the program into action:¹

1. Review of wartime needs of children and of existing resources for meeting those needs, with special consideration of the 10 measures listed as special wartime needs.

2. Development of State and community services adequate to meet the wartime needs of children with such financial assistance from the State or the Federal Government as may be required.

It was agreed that responsibility for planning, coordination, and leadership must be placed with some representative State group, and that wherever practicable this group should be a committee or subcommittee of the council of defense and related to the work of other defense council committees.

In pursuance of this plan the Federal agencies primarily concerned are collaborating in promoting the development of committees of State defense councils which will be concerned with the broad program of State action for children in wartime outlined by the Commission. The following suggestions were made in regard to organization of a children's committee of a State defense council:

1. The membership should include representation of the following agencies and groups concerned with children:

State departments of welfare, health, education, and labor.

State White House Conference committee or other State-wide organization promoting and coordinating efforts in the fields of health, education, and social welfare.

Official or unofficial groups concerned with legislation.

State education association.

Organizations giving special attention to employment of young workers.

State-wide organizations whose programs include subjects relating to health, education, or social welfare of children.

Organized labor.

Representative private agencies in the fields of health, education, and social welfare.

2. The committee should be of a size which permits it to function efficiently, and its chairman should be equipped to give leadership in

¹ For Our Children in Wartime: A Program of State Action
Adopted August 28, 1942. *The Child*, October 1942.

the broad field covered by the Program of State Action.

3. Emergency needs, such as day care, may continue to be the concern of special committees or of subcommittees within the framework of the children's committee, as may be most practicable in each State. Care should be taken that activities under way are not hampered by reorganization.

4. If there exists in the State a White House Conference committee or some other organization with a similarly broad interest in the welfare of children, the activities of this promotional and coordinating group should be closely related to the work of the children's committee of the State defense council. The committee should also utilize to the fullest extent the services of groups concerned with legislation or with special phases of child care and protection.

5. Local action is required in the various communities of the State if the program is to be made effective. It is therefore essential that the State committee be in a position to encourage local defense council activities along the same line and to coordinate them so that the necessary services will reach all children in need of protection.

Reports have been received, as of February 1, 1943, of the organization of State defense council committees, concerned with a broad program of child welfare, called "committee on children in wartime" or "child-care committee," in the District of Columbia and in the 20 States following:

Alabama.	Minnesota.	Ohio.
Florida.	Mississippi.	Oregon.
Georgia.	Missouri.	South Carolina.
Indiana.	Nevada.	Tennessee.
Kansas.	New Hampshire.	Virginia.
Louisiana.	New Jersey.	Wisconsin.
Maryland.	New York.	

A broadly representative children's committee not officially related to the State defense council has been organized under the State welfare department in Montana.

It should be noted that in some of the foregoing States the committees have broad program powers and the possibility of developing community action, but their major concern at this time is promotion of the day-care program. In several States protection of children in agricultural employment is being considered as an

immediate activity of committees which plan later to extend their programs further.

In at least eight States indications are that committees at present concerned primarily with day care will soon be authorized by the State defense council to sponsor additional activities for the protection of children in wartime. It is hoped that the few State defense councils in which at present there is no committee concerned with children and in the eight with committees whose interest is now limited to day care will form committees on children in wartime in the near future.

Most of the State committees include representatives of public departments, State-wide associations, citizens' organizations, and "key people" from private agencies in the fields of health, education, and social welfare. The membership of some of the committees is not as yet adequately representative of the broad range of interests which should be included, and, on the other hand, some of them as at present constituted are too large to permit effective functioning. Many of these committees will have a subcommittee on day care; in other States day care will remain a separate com-

mittee. In one State where wartime employment of children is a particularly pressing problem, a subcommittee has already been set up to deal with child labor.

In some States, including Alabama, Indiana, Mississippi, Missouri, New York, Ohio, Oregon, and Tennessee, notable progress has already been made by State committees in stimulating the organization of local committees which will parallel the State committee in type of membership and program. It is estimated by the Office of Civilian Defense that there are already more than 600 active local defense council committees on child care.

Development of local activity is a vital part of the program. Unless the program actually reaches the children who are affected by conditions resulting from the war emergency, organization at the State level can accomplish little. Effective measures for safeguarding the health, educational opportunities, and social welfare of children will be attained only by the combined efforts of the State and its communities to provide the necessary safeguards.

E. O. L.

Convictions Obtained Against Two Home-Work Firms Violating Child-Labor Provisions

The highest fine ever assessed in a case under the Fair Labor Standards Act since the act became effective October 24, 1938, was levied under a decision handed down by Judge J. Cullen Ganey on February 10 against General Ribbon Mills, Inc., operators of a plant in Catawsauqua, Pa. The fine amounted to \$15,000 on two criminal informations charging violations of various sections of the act. In addition the company was required to pay a large amount in back wages to the workers. The corporation pleaded guilty to 47 counts charging interstate shipment of goods produced with the aid of oppressive child labor and a number of other counts charging violation of wage-and-hour provisions.

At least 35 children under 16 years, including children 7, 8, and 9 years of age, were found

working at home on the company's goods. They were engaged in the packing and carding of ribbon and ribbon novelties.

Conviction was also obtained in another criminal action, taken against R. Pepe & Co. of Hoboken, N. J. At least 37 children under 16 years of age, some as young as 10 years, were found working on the carding of buttons which this firm distributed to home workers.

Sentence was imposed on February 3 by Judge Guy L. Fake of the United States District Court, Newark, N. J. A fine of \$500 was assessed against Raffaela Pepe, also \$500 against Joseph Picco, and \$100 against Frank Pepe. The fines covered violations of the wage-and-hour provisions of the Fair Labor Standards Act as well as violations of the child-labor provisions.

Death of William Hodson

Through the death of William Hodson, killed on January 15, 1943, in an airplane crash while on his way to direct relief in North Africa, the children of the United States have lost a life-long friend. It was in 1916 that Mr. Hodson, a recent graduate of Harvard Law School, who had been engaged in legal-aid work, was appointed Secretary of the Minnesota Child Welfare Commission. In 6 months this Commission accomplished an outstanding feat—reviewing existing laws, drafting 43 bills for new or amended legislation, conducting a State-wide educational campaign in behalf of these measures, and securing the passage of 35 through the legislature, these 35 bills repealing 114 sections and amending 60 sections of previously existing law.

This sound foundation of children's legislation immediately gave Minnesota a leading place among the States, as measured by its concern for children. One of the most important bills was the establishment of a Children's Bureau in the State Board of Control, and Mr. Hodson became the first chief of the Bureau. My earliest recollection of him, as a somewhat shy and reserved young man, is in connection with conferences called by the Children's Bureau in 1919 and 1920.

Mr. Hodson's experience in child-welfare legislation led to his appointment by the Russell Sage Foundation as director of the division of child-welfare legislation, and to a period of service of about 6 months in the Nation's capital preparing social-welfare legislation for the District of Columbia.

In later years, as first head of the Welfare Council, and then as commissioner of welfare of New York City, member of the New York Temporary Emergency Relief Administration, and president of the National Conference of Social Work, the American Association of Social Workers, and the American Public Welfare Association, Mr. Hodson was a leader in all efforts to provide a strong economic foundation for family life and was keenly aware of the importance of child welfare as an essential part of public-welfare administration. He was a member of the 1919, 1930, and 1940 White House Conferences and served these conferences in important ways. He was friend and counselor of the chiefs and members of the staff of the Children's Bureau of the United States Department of Labor. His influence and the inspiration of his spirit will carry on long after the victory for which he gave his life is won.

—KATHARINE F. LENROOT.

CONFERENCE CALENDAR

Mar. 1----- Child Study Association of America. Annual Institute, Hotel Roosevelt, New York. Theme: The American Family, 1943. For program and information address: Child Study Association of America, 221 West Fifty-seventh Street, New York.

Mar. 8-12--- National Conference of Social Work. New York regional meeting.

Mar. 8-12--- National Federation of Settlements. War regional conference, New York. Permanent address, 147 Avenue B, New York. Joint meeting with Children's Welfare Federation of New York and National Agency Committee, American Camping Association, March 8, on Camping for Children: a Wartime Priority.

Mar. 9----- National Child Labor Committee. Thirty-eighth annual conference, New Yorker Hotel, New York. Theme: Employment of School-Age Children in Wartime Agriculture. Permanent headquarters: 419 Fourth Ave., New York.

Mar. 22-25-- Association of State and Territorial Health Officers, Washington, D. C. Conference of State and Territorial Health Officers with Surgeon General, March 24; with the Chief of the Children's Bureau, March 25.

April 8-10-- National Probation Association, St. Louis, Mo.

Apr. 12-16-- National Conference of Social Work. St. Louis regional meeting.

May 24-28-- National Conference of Social Work. Cleveland regional meeting.

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